

FLANINGAM

The Spread of School Supervision

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THE SPREAD OF SCHOOL SUPERVISION

BY

MILETUS LAFAYETTE FLANINGAM

B. S. Northwestern University, 1904

THESIS

Submitted in Partial Fulfillment of the Requirements for the

Degree of

MASTER OF ARTS

IN EDUCATION

IN

THE GRADUATE SCHOOL

OF THE

UNIVERSITY OF ILLINOIS

1914

1914
F61

UNIVERSITY OF ILLINOIS
THE GRADUATE SCHOOL

June 5, 1914

I HEREBY RECOMMEND THAT THE THESIS PREPARED UNDER MY SUPERVISION BY

Miletus La Fayette Flaningham
ENTITLED *The Spread of School Supervision*

BE ACCEPTED AS FULFILLING THIS PART OF THE REQUIREMENTS FOR THE

DEGREE OF

Master of Arts
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on
Final Examination

284563



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THE SPREAD OF SCHOOL SUPERVISION.

by

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June 1914,
Urbana, Illinois.

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Purpose.

The author of this thesis has endeavored to trace the spread of school supervision from the pioneer school in America to the very complex systems of administration in our cosmopolitan cities today.

He has noted that the history of the development of the school system in America falls under three general divisions; the first division includes the first one hundred and fifty years following the first settlements along the Atlantic coast; the second period embraces a space of fifty years, marked by the influence of events incident to the Revolutionary war; while the third period includes the years following the Revolutionary war epoch, to the present time.

In sketching the growth of the American free school, the main theme has been to show why and how the public school superintendent came to be recognized as an essential factor in the successful operation of a school system. The part business men contributed to this idea, the abilities and labors of those pioneer men, who directed so skilfully the initial experiments, have been given in detail.

The material for the thesis has been gathered from the state and city school reports of the various states in the United States and from collateral articles on education. It has been a pleasing task to sift out of this mass of material the facts for the following story.

The Spread of School Supervision.

Chapter One.

Pioneer Schools.

A little more than three centuries have passed since Englishmen planted settlements on the eastern coast of North America. The educational history of these three centuries falls under three general divisions. The first century and a half of the educational history of this new country, constitutes the Colonial Period. The stirring events of the Revolutionary war marks another educational epoch covering a period of fifty years, while the remaining time to the present may be, in a general way, styled the National Epoch.

Education during the Colonial period was largely religious in nature and was considered a private rather than a public duty.¹ The curriculum was, in the main, reading, writing, ciphering and religion, with emphasis on religion.² For a long time private home instruction was the only teaching the children had. Father and mother after the daily tasks were done, taught the children the rudiments of learning. Such as could afford to employ a tutor did so. Finally a number of families combined and employed a tutor for the children of the neighborhood group. They met at the different homes of the children or at the home of the tutor.³ The expense was met by contributions from the parents.⁴

1. Cuberley, "Changing Conceptions of Education", p.28.

2. Martin, "The Evolution of the Massachusetts Public School System", pp.14-15.

3. Harris, Chautauqua vol.15, p.16, 1892.

4. Draper, "Educational Organization and Administration", p.5.

The colonists brought with them many of the traditions of the Old World concerning education. In the New England group of colonies and in the Southern group widely different views prevailed. In the log huts of New England lived graduates of Oxford and Cambridge. These people, having had superior training, naturally longed for educational privileges for their children. In the northern group of colonies the people were for the most part democratic, possessed a high degree of intelligence, were very religious and had high moral qualities. In the southern group the traditions of feudalism prevailed in a marked degree. If possible, worse yet, "many unruly gallants, packed hither by their friends to escape ill destinies"¹ found homes in the Southern colonies. In this group the sentiment was strongly in favor of extending educational advantages to the favored few, while the masses remained in general ignorance.² The sons of the well-to-do were sent to Europe to be educated. General education was sadly neglected. Even in New England the masses were generally neglected during colonial days. Institutions for higher learning for the better classes received greater attention than a general education for all. Grammar schools and collegiate training, that "a supply of properly trained ministers might be insured"³ received more attention than a system of universal education.⁴

Many colonists believed that the only training needed was a training in common sense and in the principles of right living. They were busy felling the forests, building the homes and in keeping the

1. Strachey, "History of Travel into Virginia", Bates citation p.14.

2. Cuberley, "Changing Conceptions of Education", p.26.

3. Ramage, "Local Government and Free Schools in South Carolina", chapter XII.

4. Shepmoes, "Rise and Progress of New York Society", p.6.

wolf from the door. The educational inspiration in those pioneer days came largely from the clergy and from the governors. The whims and fancies of the clergy and of the governors directed educational sentiment until society, from time to time, took upon itself a more complex form. With the growing complexity of colonial life came a new view concerning educational procedure and the clergy gave way to the school master; and the governors, in most instances, welcomed his coming.¹

The first public school master in America was Adam Roelandsden who came over in 1633 with Governor Van Twiller.² His predecessors had performed various duties such as minister, Krank-besoeker and the like. Roelandsden came to New Amsterdam for the exclusive purpose of teaching school. He held his first school in the bar room of an old Dutch tavern in New Amsterdam. In the light of the modern conception of education, the meeting place of the first public school held in America may be subject to criticism, but the spirit which prompted the organization of the school cannot be questioned. Here was a group of people who saw the need of universal education. From this school grew the idea of free public schools. The Dutch deserve the honor of being the pioneer people who gave to the New World the free public school movement. The historian has pointed out that, "The founders of New York unquestionably brought with them from the fatherland, the earliest germs of our modern system of universal education and free schools, which had already during the sixteenth century taken firm root in Holland, under the advice of John of Nassau, brother of William the Silent. 'You must urge upon the

1. Governor Berkeley said, "I thank God there are no free schools in Virginia, and I hope there never will be".

2. Randall, "History of the Common Schools of New York" (1871) p.4.

States-General,' wrote the far seeing patriot,'that they should establish free schools where children of quality as well as of poor families,for a small sum could be well and Christianly brought up--- Soldiers and patriots alike thus educated with a true knowledge of God and a Christian conscience,also churches and school books and printing presses,are better than all armies,armories,alliances and treaties that can be had or imagined in the world".¹ The school motto of the Dutch was Endragt maakt Magt (In unity there is strength) which is very similar to and may have been the fore runner of our National emblem, E.Pluribus Unum.

The growth of sentiment from these first beginnings to the present free public school system was very slow and there were many serious difficulties to be met.² "Comparatively few people realize how gradual has been the growth of our school system,how feebly it originated and what opposition it encountered in its onward march. Not many know what difficulties the men who conceived the idea of public school education met with in their efforts to establish a system of public instruction. As the steps of advancement are laid before us it seems almost a romantic tale. To those born into the enjoyment of our schools as they are,it seems strange to learn that people could oppose a measure so beneficial,the object of which was to develop intelligent,moral and patriotic citizenship"³

The clergy were loathe to lessen their hold on the schools, but the stirring events of the Revolutionary war brought to the front men,able patriots like Otis, Henry and the Adamses who presented a new ideal,a new democracy,a new patriotism. "The Revolutionary war

1.Randall,"History of the Common Schools of New York" p.4 following.

2.Hinsdale,Horace Mann,pp.3-4.

3.Shepmoes,"Rise and Progress of the New York State School System"p.5.

changed all. In fighting for national independence the different peoples assimilated and became Americans in the new sense".¹ Draper emphasizes the fact that before the Revolutionary war, the original idea of education was that, "Schools would help the individual and so promote virtue and extend religion. It did not occur to them at first that the safety of the new form of government was associated with the diffusion of learning among all the people. While the desirability of education was recognized it was understood to be the function of parents to provide it for their children. When schools were first established they were partnership affairs between people who had children in their care and for their convenience. They apportioned the expense among themselves: such as had no children were without concern."²

In turn, history records the growth of public sentiment concerning education as passing chronologically from private schools for the wealthy, to schools for the poor supported largely by eleemosynary and religious societies,³ schools controlled by the clergy and by the colonial governors:⁴ the coming of the school master supported by subscriptions at first, and later by public tax money; and the establishing of grammar schools and colleges for the favored sons of the commonwealths.⁵ These items of school history prior to the Revolutionary war show little or no traces of any definite system of education. Decentralization was the order of the time, and each community worked out the problem of education as local circumstances

1. Draper, "Educational Organization and Administration" in Monographs on Education by Butler, p.7.

2. Ibid.

3. Whitten, "Public Administration in Massachusetts" p.4.

4. Brown, "The making of Our Middle Schools" p.144.

5. Quincy, "History of Harvard University" Vol.II, p.654.

directed.¹ Provincialism, of course, set in and at the close of the seventeenth century many of the evils incident to such a life resulted. "Primness, credulity and pedantry stamped the scattered communities, intellectually starved and straightened as they were. Without the sting of peril, the lofty consciousness of a sincerity proved by immense sacrifice, by life risked dayly for the sake of truth, without art, without adequate libraries, without that realizing knowledge of the myriad aspects and values of humanity promoted to-day by telegraph, cable, steam, newspapers, magazines, the mind became cramped and the religious vision blurred."²

1. Boone, "Education in the United States", pp. 97, 98.

2. Bates, "American Literature", p. 4.

Chapter Two.

The School District.

With the growing complexity of society in the colonies came a demand for community interests such as churches, laws, rules and regulations for the management of schools and for the direction of the business affairs of the various local units of government. Economy demanded an adjustment of the public affairs for the common good of all. The idea of strong local government prevailed from the first in most of the New England colonies and, as a result, the first attempts toward system in the management of the schools was the School District. "The school district is the oldest and most primary form of school organization. It is the smallest civil division of our political system. It resulted from the natural disposition of neighboring families to associate together for the maintenance of a school."¹ Chamberlain has pointed out that, "Under the New England system the district was the chief source of power. The ballot reigned supreme in the matter of kinds and grades of schools, character of school houses, subjects to be taught, length of term, qualifications of teachers, length of term, and every possible detail that could confront the residents of a given community".² The idea of local self government has prevailed in practically all of the pioneer states in the north and in the west sections of the country as well as in New England.³ "In Rhode Island it was the Towns that made the State". In New York the situation was very much like

1. Draper, "Education in the United States", p.8.

2. Chamberlain, "Growth of Power of Superintendent", p.298.

3. Whitten, "Public Administration in Massachusetts", p.4.

New England. Public sentiment was such that laws were enacted in Massachusetts in 1789 making the district a legal corporation. In 1800 the people of the district were given the power to levy taxes for the support of the public schools and in 1817 the district was recognized legally as a corporate body, granting the right to make and enforce laws for the governing of the schools.²

In Connecticut a law in 1701 declared that, "The inhabitants of each town in the colony shall pay annually forty shillings in every one thousand pounds in their respective county lists and proportionately for lesser sums, toward the maintenance of the school master in the town where the same is levied".³ The District proper began with the enactment of this law in Connecticut in 1701. This system remained in force in Connecticut until 1846 when the general assembly recommended the abolition of all districts and the establishment of a Board of Education, the appointment of an officer for each county and a single officer for each town or school society, who had general supervision of the local units.⁴ Here is seen a slight trace of special supervision of schools, as well as the establishing of schools to be supported by general taxation.

The district as a unit of school administration has had a few friends and many bitter enemies. Horace Mann called the Massachusetts law of 1789, "The most unfortunate law on the subject of common schools ever enacted by the state".⁵ A modern champion of the district

1. Hinsdale, "Documents Illustrative of American Educational History", Comm. of Education, 1892-1893 vol. II, pp. 1234-1237.

2. Webster, "Recent Centralizing Tendencies in State Educational Administration", p. 166.

3. Barnard, "History of Common Schools of Connecticut", American Journal of Education, vol. XIV, pp. 273-275.

4. Beers, The American Journal of Education, vol. XIII, p. 734.

5. Life and Works, p. 119.

system has the following to say in behalf of the district system as a unit of school administration:- "Where patrons have little authority, where they are the passive recipients of state and national beneficence, where teachers and financial support are not dependent upon public appreciation, favor and majority endorsement, where the course of study is too holy to be submitted to public consideration and rectification, where management is supreme in its own way, there will be found a school system that degenerates into a mechanism developing decided conditions that produce distrust and dissatisfaction and consequent abandoning of appreciation and sympathy. Where the voice of the people is not heard, opinions are not respected, when rules and regulations and laws are made by experts; where people are assumed not to know enough to have a prominent part in their own affairs, there can be found tendencies developing that will eventually require monarchical form of government to control the acts of patrons of the schools in order to compel their children to remain in school and secure the minimum of educational qualifications that are assumed to be essential to citizenship."¹ This writer further says that the "further removed school officials are from the common people, the more indifferent to claims of democratic leadership and the less they care for the co-operation and sympathy of the masses. The result is an increase of arbitrary standards of determining results, and a loss of proper enthusiasm and universal intelligence. A reasonable response may be seen in the beginning to the requirements of the new order of thing, giving these dictators and experts much to show in statistical results. But their dependence is at present, upon a people trained for public service, and the new method will not train

1. Seerley, N.E.A., 1909, p, 418.

coming generations to an equivalent degree. Arbitrary standards are not substitutes for a genuine living interest; passive submission is not equivalent to experienced action. Wherever expert control prevails, highly organized systems possible because formalism takes the place of popular spirit, regulations and restrictions are submitted for cordial co-operative endeavor, examinations and records are regarded as evidence of progress and improvement, rather than the realities of the attainment of self control, individual responsibility, personal enthusiasm among pupils. Having nothing to be responsible for ruins the efficiency of a democracy."¹

I have quoted President Seerley at length because his is a voice crying in the wilderness; and because he has presented in a very effective way the claims made for the retention of the district as a unit of school administration. Webster, Chamberlain, Boone, Horace Mann, Draper and others speak in positive terms in favor of the new order of things, which order is decidedly toward centralization, and school control by experts, as against decentralization, and school control by the people in small units such as the school district.

Opponents of the district system declare that it is expensive, affords opportunity for in-breeding in the appointment of teachers, that there is no uniformity, therefore, no system, classification, grading and supervision practicable. Local quarrels over petty matters are common and the worst type of provincialism follows. It is expensive because of the small taxing unit and affords many opportunities for special favors and privileges.²

1. Seerley, N.E.A., 1909-p.418.

2. Webster, "Recent Centralizing tendencies in State Educational Administration", pp.168-171.

2. Whitten, "Education in the United States", pp.98-99.

2. Orth, "The Centralization of Administration in Ohio", p.395.

The last half of the nineteenth century saw the passing of the school district as a unit of school administration in many of the states in the United Sates. Massachusetts abolished by law the district in 1882, leaving the town the unit of school supervision. This all came about because of the many defects in the system, as pointed out above and because of "a desire for larger schools taught by teachers better prepared, and capable of broader and better work , as well as the purpose to distribute educational advantages more evenly to all the people."¹ The passing of the school district is in keeping with the general trend from decentralization in school government to a larger unit and a more specialized centralcontrol!

1.Draper,"Education in the United States", p.16.

Chapter Three.

The Township

The passing of the district and the coming of the township," is a step, and an important one towards that general centralization in management, and greater uniformity of improved methods of supervision and instruction now so manifest throughout the United States".¹ The township unit of school government in New England and as defined in the Middle West was practically the same in aim and in ultimate results. In the Middle West the township was defined by law, while in New England the township was simply an expanded district.² An economic adjustment of the small district school to that of the larger unit was identical in New England with the definition given to the township by the Ordinance of 1787.³ The Ordinance of 1787 provided for a government survey of all lands in the Nth West Territory, into fixed areas to be determined by certain base lines and principal meridians. An area six miles square was legally known as a township. The legal voters of this area, defined as a township, could by vote tax the wealth of the people for the support of a school located centrally in the township. The controlling body of this organization was a Board of Directors who were empowered by law to

1. Draper, "Education in the United States", p.11.

2. Edson, "Supervision of Schools in Massachusetts", a monograph, Boston 1895.

3. Stetson, "Discussion of Comparative Cost of the Township and District Systems, N.E.A., 1897, p.509.

3. Hill, "Discussion of Comparative Costs of the Township and District Systems, N.E.A., 1897, p.509.

3. MacCarthy, "State Education for the People".

appoint teachers and transact such other business as should be deemed necessary for the welfare of the school.¹

The township unit idea has grown rapidly in recent years in the North West and in the West. Especially has the township become a desirable unit for the purpose of establishing and maintaining the modern high school.² The movement in favor of consolidated schools is in keeping with the township principle of school administration. In Ohio, Indiana and in Illinois the consolidated district and the township high school has increased in numbers, and in favor, very rapidly within the last quarter of a century. In Ohio the schools were made free and the town clerk was ex-officio superintendent of the schools of the township. The law authorized the town clerk to visit the schools annually and fill vacancies in various local boards.³ The townships provided by law in Indiana in 1824, were subsequently divided into districts, each district having three trustees appointed as the governing board. In 1883 the townships and the districts were separated and the trustees were elected by the people.⁴ Much power is given to the trustee in Indiana. This official in Indiana is to day a good example of the change from the decentralized to the centralized control of schools.

The result of the union district, or the township unit of school administration has been in the main quite satisfactory. Superior buildings, better teachers, less expense and better results, have

1. Ordinance of 1787.

2. Rawles, "Centralizing Tendencies in the Administration in Indiana", p.34 following.

3. Orth, "Centralizing Tendencies in Ohio", p.416.

4. Rawles, Ibid.

universally resulted where the district has been abandoned and the union district or the township system has been substituted in its stead.

Chamberlain in a special investigation of school conditions in the United States noted that, "practically every state superintendent agreed that better work could be accomplished on a larger scale, and that the township was productive of greater uniformity, drew better men, entailed less expense, furnished a more satisfactory organization, and that as the prevailing early day conditions, in which the district flourished, had been removed, new plans were needed. The larger unit brought with it the township high school, which has become one of the strongest educational factors of our day. The number of school officials has been materially reduced, the township board is somewhat comparable to the city board, and the standards of the school are greatly improved".¹

Bryce, in his American Commonwealth says, "Of the various types of local government, that of the town or township with its popular assembly is admittedly the best. It is the cheapest and the most efficient; it is the most educative to the citizens who bear a part of it. The town meeting has been not only the source but the school of democracy. The action of so small a unit needs, however, to be supplemented, perhaps also in some points supervised, by that of the county, and in this respect the mixed system of the middle states is deemed to have borne its part in the creation of a perfect type. For sometime past an assimilative process has been going on over the United States tending to the evolution of such a type. In adopting

1. Chamberlain, "Growth of the Power of the Superintendent" p. 315.

the township of New England, the northeastern states have borrowed some of the attributes of the middle states' county system. The middle states have developed the township into a higher vitality than it formerly possessed there. Some of the southern states are introducing the township and others are likely to follow as they advance in population and in education. It is possible that by the middle of the next century there will prevail one system, uniform in outline, with the township as the basis, and the county as the organ called to deal with matters which, while they are too large to deal with by the township authorities, it seems inexpedient to remit to the unhealthy atmosphere of the state capitol."¹

Bryce, "American Commonwealth" vol. I. p. 261.

Chapter Four.

The County.

In the Southern states the county is the unit of school government. It has been so from the first because a few men owned most of the land in the county. These large land holdings made the county a very satisfactory unit for school purposes¹. It is also a fact that the control of the county schools in the South are in the hands of close corporations. In some of these states smaller units than the county exist but in the main they must yield to the commands of the county authorities. The parish in Louisiana and in a few states in the South have controlled the school situation almost exclusively. The parish, however, from the standpoint of school government differs very little from that of the county in the South.²

Many systems of county school administration have been tried and abandoned as failures.³ A notable instance of this is that of New York. In 1841 the legislature of New York enacted a law authorizing the supervisors of each county to appoint a county superintendent of schools. The salary of the county superintendents was to be paid, half by the county and half by the state. Four years trial resulted in a signal failure and the legislature of 1845 repealed the law. The office of county superintendent was created in Indiana in 1843 and in 1849 was placed in the department of the county

1. Adams, "The Free School Systems in the United States", p.17 following.
 2. Bryce, "The American Commonwealth", vol. I, p.599.

3. Fairlie, "A Century of Administration in New York", p.422.

4. Holcombe, "Supervision of County Schools", Circular of Information U.S. Bureau of Education 1884, No. IV. p.13.

auditor. Misuse of the public funds received from the sale of the school lands, fraudulent practices were the causes of the change in the school supervision in Indiana by county superintendents. In 1818 the governor of Indiana was given the power to appoint trustees in each county and these in turn, were to report to the state legislature. It was not until 1873 that the power of licenseing teachers was given to Boards of Education.¹

County superintendents have had little or no control of the city schools within the county. The work of the county superintendent has been primarily with the country and village schools. In a few of the Southern states the administration of the schools of the county have been assigned to county judges. A case in point is one in Virginia. In that state Benjamin Syms designated the justice of the peace of the county of Elizabeth City parish, together with the ministers and the church wardens of Elizabeth City parish, and their successors, as trustees of his endowments for a free school in the county named".² His designation was confirmed by the legislature in 1853 and the body was incorporated as, "The Trustees and Governors of Syms' free school in the county of Elizabeth City.

The tendency toward centralization in school government is seen in the relation the county superintendent has to the state superintendent. The relation is quite close, the county superintendent being at best only an arm of the state system.³ There is a general opinion among students of school administration, that the county superintendent

1. Rawles, "Centralizing Tendencies in Administration in Indiana", p.28.

2. Brown, "The Making of Our Middle Schools", p.150.

3. Philbrick, "Supervision of Country Schools", Government publication 1885, p.LII following.

has too many duties assigned to him to make it possible for real efficient supervision. The field is too large and the type of office work too varied to enable a man to do effective work in county school supervision. The general theory of county school government is conceded by those who see the need of abandoning the small district school but the laws have not been adjusted in such a way as to enable the county official to be little more than an examiner of teachers, and hear and assist in the settlement of neighborhood disputes. He should have an opportunity to visit schools more frequently than he can possibly do under the present order of things. An enlarged vistorial obligation is necessary before the county superintendent is placed in a position to render the county the service the schools ought to have.

The method in vogue in many of the states of electing the county superintendent is not wholly satisfactory. Politics plays an important part in the selection of this official. In most instances no qualification for the office is necessary save the required number of votes to secure the office. Party politics selects the man for the position, not because of the candidate's ability to educate and inspire the youth of the county, but because of the ability of the man selected to deliver votes for the party. As a result the schools must be content in many instances with a very inferior man.

It is only fair to the schools of the county that a law should be enacted giving legal qualifications for the office and making the office an appointive one rather than an elective office. The board of supervisors of the county, might be given this power. It would not be asking too much to ask for a legal right to elect a county board of education empowered with the right to appoint a competent man to

superintend the schools, not otherwise provided for.

In general it may be said that the county superintendent is not and has not been making good. The fault lies wholly in the system now permissible by law. There is, however, a general awakening to the belief that there must be a readjustment of present conditions or the abandonment of the office. No one who is in sympathy with the modern movement of close supervision of schools, doubts the value accruing from competent county supervision. The general theory is sound but the system in practice is not getting good results.

When the county superintendents were on trial for their official life in 1842, in New York, Honorable William B. Maclay came to the defence of the office in the following words:- "No one will deny that a vigilant and intelligent supervision of schools is as essential to this operation as to any other branch of industry. Without careful oversight, no business can flourish, no enterprise will prosper. The principle is understood and acted upon in all the common concerns of life. And if our common schools, instead of being nurseries where children assemble daily to prepare themselves for usefulness and respectability, were to be converted into a factory or workshop, and the fruits of the labor thus employed to constitute the revenue of the state, would not a vigilant and thorough supervision be deemed indispensable to the successful operation of the business? And need we urge the comparative value of an income to the state of dollars and cents and an income of virtuous, intelligent and manly citizens, worthy of the soil they inherit, of the privileges they enjoy, defend and transmit to unborn generations."¹

1. Randall, "History of New York Schools", p. 143.

The opposition pointed out that the prevailing system in New York was not bringing the results, such as Mr. Maclay hoped to secure. Objections were not raised to the value of competent supervision as such, but to the disastrous results obtained under existing conditions. It is quite evident, in the light of the foregoing, that there is an opportunity for some statesman to make a distinct contribution to the cause of education by devising an efficient workable law governing the office of county superintendent.

Chapter Five.

The State.

Chronologically speaking, state superintendents were provided by law before town, city and county superintendents. The first state superintendent was established by New York in 1812, the first county superintendent also by New York in 1841: and the first city superintendent by Providence Rhode Island in 1839.

The educational movement in New York which led to her splendid system of education may be traced to certain far seeing laymen of the state. Not least among these pioneers was a plain unlettered man by the name of Jedediah Peck of Otsego, New York. Mr. Peck was a member of the state legislature for twelve consecutive years, dating from January 1799. His friend Judge Hammond, delineates the character of Mr. Peck as follows; - "Judge Peck, although a clear-headed sensible man, was an uneducated emigrant from Connecticut. His appearance was diminutive in size, and almost disgusting. In religion he was fanatical but in political views he was sincere, persevering and bold; and although meek and humble in his demeanor, he was by no means destitute of personal ambition. He was an itinerant surveyor in Otsego county. He would survey in the day time, exhort and pray at night and talk politics the rest of the time."¹ Randall declared that, "it is due to this plain unlettered farmer to add, that he was intent upon making some provisions for the public schools----and that to his indefatigable efforts, aided by Adam Comstock of Saratoga an

¹. Hammond, "Political History of New York, vol. I, pp. 123-124.

other uneducated and plainbut clear sighted and patriotic man,we
are principally indebted for our School Fund and Our Common Schools".¹

Through the efforts of these friends of free public school
education in New York, laws were enacted putting into legal force a
growing public opinion.

Gideon Hawley was the first state superintendent of the state of
New York and the first state superintendent in the United States.
He was formally installed in the newly created office January 14,
1812. A biographer says of Mr.Hawley that he "was then a young
lawyer,resident in Albany,of habits indefatigably industrious,modest
retiring,but possessing great benevolence of heart,vigorous intel-
lectual powers, and high literary attainments. For the paltry sum
of \$300.00 a year he perfected a system for the management of the
school fund: the organization of every neighborhood in the state
into school districts,for a fair and equitable distribution of the
state into every district, and he devised a plan of operation by
which this vast machinery could be moved and managed by a single
individual. The state has never rewarded him for his labors; but
posterity will do justice to his merits,his service, and his
character."² The biographer in analyzing the educational problems
of the day and the character and fitness of Mr.Hawley to cope with
the situation says;—"At a period when every thing depended upon
organization,upon supervision,upon practical acquaintance with the
most minute details of the system, and upon a patient,persevering,
laborious process of exposition he united in himself all the requi-
sites for the efficient discharge of the high functions devolved
upon him by the legislature. From a state of anarchy and confusion

1.Randall,"History of New York Schools".

2. Ibid

and complete disorganization, within a period of less than eight years arose chiefly through his exertions and abilities, a compact and stately fabric based upon the most impregnable foundations, sustained by an enlightened public sentiment, fortified by the best and most enduring affections of the people, and cherished as the safeguard of the state—the true palladium of its greatness and prosperity."¹

By the middle of the nineteenth century state superintendents were quite common and had followed in the main many of the policies put into practice by Gideon Hawley. From time to time the state has grown in power and in influence.² Although the office has been attacked vehemently in some instances and in others the office has been abolished, there is seen on every hand the centralization of school control and direction, in the office of the state superintendent.³ To day the state superintendent of New York has great power.

An analysis of the results accruing from the strong centralization in the state of New York, shows many arguments in favor of such a state system of education. Sherwood in speaking of the change from a strong local government to that of a strong centralized government in New York says;— "Thus, the very sanctum of local self government in the district meeting is invaded by the central authority of the state. The superintendent in this capacity establishes rules of practice, issues injunctions, makes all necessary orders. Councils are heard before him. The questions involved in their appeals touch all branches of the civil law of contracts, the law of wills and the like. Hence there is conferred upon the superintendent an appellate judicial authority co-ordinate with that of the court of appeals in

¹. Randall, "History of New York Common Schools"

². Fairlie, "Centralization of Administration in New York"

³. New Jersey abolished office in April 1911.

some respects".¹ New York has had the privilege of trying the experiment of placing great power in the hands of the state superintendent long enough to make the experiment scientifically worth while. As early as 1822 the New York legislature granted to the state superintendent the right of appellate jurisdiction over local school affairs. Draper and Maxwell favor this through state organization, the former declaring that the superiority of the schools of New York is due largely to her early centralizing tendencies.

While it now quite generally believed that a state superintendent is an essential officer in a state system of schools, and that he should be clothed with ample power to unify the schools of the state, he has found it difficult to overcome the tradition of local control. The people have been slow to give up many local prejudices for the common good of all. Much of the local prejudice has been overcome by the efficiency of the pioneer superintendents and by the common sense view taken toward education by men of the type of Jedediah Peck.

Men like Governor Clinton saw the value of placing authority in the hands of the state superintendent of schools, as may be seen in a message sent to the state legislature in 1826. Governor Clinton said; - "I consider the system of our public schools the palladium of our freedom; for no reasonable apprehension can be entertained of its subversion as long as the great body of the people are enlightened by education. To increase the funds, to extend the benefits, and to remedy the defects of this excellent system is worthy of your most deliberate attention. The officer who now so ably presides over that department is prevented by his other official

¹ "The University of the State of New York", U.S. Bureau of Education Circulars of Information, no. 8, 35.

duties from visiting our schools in person, nor indeed is he clothed with this power. A visitorial authority for the purpose of detecting abuses in the application of funds, of examining into the modes and plans of instruction, and of suggesting improvements would be unquestionably attended with the most propitious results".¹

In recent years the work of the state superintendent has been so extended as to render a much greater service to the state. Illinois is a case in point. Quite recently the office has been enlarged by the addition of statistical clerks, supervisors of country schools and of high schools. The superintendent is relieved of all clerical duties, and has the advice and assistance of two expert supervisors of county schools and an expert supervisor of high schools: all of which shows clearly the trend toward a larger state control of the schools. Commissions have been appointed in many states to survey the school situation and report to the legislatures their findings.² These commissions have in every instance recommended legislation giving larger state aid in finance and in matters of school supervision.

1. Address before N.Y. Legislature 1826.

2. States Appointing Commissions:-

- Massachusetts, 1905.
- Connecticut, 1907.
- North Dakota, 1907.
- Washington State, 1907.
- Iowa, 1907.
- Pennsylvania, 1907.
- Illinois, 1907.
- Kentucky, 1908.
- Virginia, 1908.
- Maryland, 1908.
- New Jersey, 1908.
- Kansas, 1908.
- Vermont, 1909.
- Nebraska, 1909.

The pioneer Commission was the Chicago Commission of 1898. The different state commissions profited by the experience of the Chicago Commission.

As was noted in the manner of selecting the county superintendents, politics thwarted the wishes of the friends of education in many instances, so with the office of the state superintendent. Where the selection is made by party politics the results are often very disappointing. In Pennsylvania the state superintendent is appointed by the governor with the consent of the senate. This method is no doubt superior to that of an election by the people through party politics. It has been demonstrated that party politics will not play so strongly in the appointive system as in the elective system. It also seems wise to fix, by statute, a minimum educational requirement for an office fraught with such responsibilities and with such possibilities. The tenure of office should be long enough to insure independence and afford ample opportunity to work out projected policies.

The foregoing remarks reveal the fact that a state system of education is meeting with general approval, as has been predicted by Draper, when he said; - "It was not so in the beginning, but the American Public schools are rapidly coming to be related in a system of schools, that system a state system, and at once the most flexible and adaptable to our manner of living, our social ideals and our national ambition."¹ The general idea for centralization is quite commonly accepted and it may not be too prophetic to declare that within the memory of those now living, the United States will have a national superintendent of schools. Instead of a Commissioner of Education, whose principal duty is to collect and distribute school statistics, we should have a National Superintendent of schools.

¹. Draper, "Education in America" p. 22.

clothed with the right of initiative and given all necessary equipment to direct the school affairs of the nation.

Chapter Six.

The City Superintendent.

The need of a city school superintendent was first pointed out by business men. Men who had accepted the honorable positions as members of school committees found that the duties were too arduous to successfully administer to the needs of the schools and at the same time attend to their private commercial enterprises.¹ Business organizations saw that with the changing order of American ideals, methods of living, increasing trend of the population toward the cities, the cosmopolitan character of the city and the failure of the present organizations to cope successfully with the situation, something must be done.² These business men found an analogy in the various types of business. If an expert at the head of a factory will improve the quality and increase the quantity of the output so that the balance at the end of the year is on the right side of the ledger, why not look for a similar result in applying the same business principle to the management of the city schools? Under the school committees, composed of ministers, doctors, merchants and other trades and professions were not securing satisfactory results from the schools. The successful management of a city system of schools was too serious a business to turn over to amateurs, reformers, men of leisure and men with many business cares. An educational expert was needed to manage the school systems of the

1. Gove, "The Rise of the Superintendent", Education vol. XIX pp. 519-522.
2. Prince, "The Evolution of School Supervision", Educational Review vol. XXII, p. 148.

cities.¹

We shall now trace in detail the specific events which led to the appointment of the first city superintendent of schools in America, note the program outlined for him to follow, and investigate the character of the man who did the pioneer work in this field of education.

The first city superintendent of schools in America was Nathan Bishop, who at the time of his appointment was a tutor of mathematics in Brown University. The record kept by Henry Barnard, Commissioner of the Public schools of the State of Rhode Island in 1848 gives the information that, "Nathan Bishop entered upon the discharge of the duties of this new office the first day of the month of August 1839".²

The Providence Association of Mechanics and Manufactures had much to do in creating public sentiment in favor of establishing the new office of superintendent. This association felt that the school committee had failed and that the schools of the city were retrograding. Such a condition retarded business interest very much. The association addressed the city council as follows; - "Your honorable body have no doubt in the consideration which you have given this subject perceived how far we are behind our neighboring cities in this particular. Whilst they are constantly aiming at perfection in their free school systems, we have been at a stand or retrograding. To us this is a matter of serious concern, inasmuch as in proportion to our inferiority in this particular, we are liable to become inferior in every matter which requires intelligence, industry and enterprise."²

The above statement after being fully discussed resulted in a

1. Seaver, "Double-headed System", Annual Report of School Committee, city of Boston, 1903.

2. Barnard, Annual Report 1839.

complete reorganization of the schools of Providence. In this reorganization, among other progressive plans was the following, which is in keeping with the theme under discussion:-

Section 5.-That the school committee be and are hereby authorized and requested to appoint annually a superintendent who shall perform such duties in relation to the public schools as said committee may from time to time prescribe. Said superintendent to be subject to removal any time by the school committee, in case of inability or mismanagement:

Section 9.- That the superintendent shall be paid a salary of \$1200.00 in equal quarterly payments.¹

The ordinance did not state definitely the powers and duties of the superintendent. That duty was left for the committee to outline. The records show that the school committee distributed the work formerly done by that body in such a way as to hold the superintendent responsible for certain advisory and executive duties. When the matter of reorganization of the school system was before the authorities for legal enactment, the powers and duties of the new officer were pointed out as follows:-

"In the opinion of your committee it will be found eminently useful to establish a superintendent of the public schools of this city. It must be obvious to every one, that an individual well qualified for such a position might carefully survey the whole ground and understand from time to time its actual condition. It should be the duty of such an officer, to have knowledge of all the

¹. Report Rhode Island Public Schools, 1848, 57 following.

children in the city, especially those of the poore class. It should be within his sphereof influence to lead the minds of parents and guardians to a more comprehensive sense of their duty. It should be his province to confer with the teachers, and to submit to the school committee a quarterly report, exhibiting the condition of the schools, and of all such matters relating to the general subject, as its importance would suggest. Create such an officer, with a salary sufficient to enable him to devote his whole time to the duties of his office, and much will have been done towards sustaining the character of the plan of instruction which may be adopted."¹

We have noted that the members of the school committee were conscious of the fact that private duties and lack of expert knowledge of school matters prevented them from giving the people an efficient administration. The Committee seemed to be willing to try the experiment suggested by the Business Association. After a years trial, with Mr.Bishop as superintendent working along the way mapped out for him by the Committee, glowing accounts of things accomplished were given. Thomas Dorr, president of the School Committee, in his report to the City Council pointed that in his opinion the provision for a city superintendent was a wise one. He said:-"The supervision of the city schools by the Committee owing to the complex system of the schools and the many private interests of the members of the Committee, lack of time, inability to be competent judges, etc; a more general, thorough and constant supervision of the schools is necessary and that the provision of the city council of sufficient salary to secure the services of a competent individual for this laborious

1.Rhode Island Report on Public Schools,p.57.

and responsible undertaking is regarded by us with the greatest satisfaction as a necessary and important experiment in the school system: and experience has fully confirmed the wisdom of such an experiment."¹

Mr. Dorr further states in his report that, "The superintendent devotes himself exclusively to the business of his station: and is daily occupied in visiting and examining the schools, and inspecting the whole system. It is his duty to become personally acquainted with each teacher in the schools, and to see that they all perform their appointed duties, and to give them all necessary advice and directions. He is required to pay particular attention to the classification of the pupils and to the apportionment among the classes of the prescribed studies. Passing constantly from school to school, he is able to ascertain the points in which they differ favorably or unfavorably from each other; and to transfer improvements as well as remedy defects. He brings together teachers, to exchange their views upon various points of instruction and discipline: and thus to create harmony of action, and to cause the whole system to tend toward a uniform standard of excellence.

"He has a care over the school houses estates and apparatus; and renders such assistance to the sub-committee as may be required by them; especially to the executive committee, in the repairs of school houses and estates, and in supplying the school with furniture and fuel. He furnishes the necessary blanks and registers to the sub-committee and teachers, and the apparatus to the school; and supplies the destitute children with school books. He holds regular

¹. Rhode Island Report on Public Schools, p.71.

quarterly examinations for all primary schools, and makes transfers of pupils to the grammar schools. He is expected to keep a record of his proceedings open to the community. He devotes six hours of the day to the discharge of his duties. His time from 12m. to half past one is set apart for such calls as may be made upon him by teachers, pupils, parents, or others, on school business.

"For the information of the committee he is required to acquaint himself with the principles and facts which concern the interests of popular education; and at each quarterly meeting he presents a report in writing on the condition of the schools, accompanied with the written reports of the teachers made to him; and he responds to all inquiries that may be made of him on all subjects pertaining to the duties of the office. He is also required to prepare a general report, at the close of the school year for publication."¹

Mr Dorr further on in his report in commenting upon the results of the many duties imposed upon the superintendent said, - "The labors of Superintendent Bishop have put a new face upon the meetings of the Committee. The generalities with which we were before necessarily occupied, from the imperfect acquaintance of any one individual with all the schools, have given place in a good measure to details and specifications. A new era in our schools may be fairly said to have commenced at the date of the creation of the office of superintendent, which is literally the right arm of the system. No part of our revised plan of education has attracted so much interest abroad as the appointment of a superintendent. The office as described in the school regulations is a new one: and the success

¹. Rhode Island School Report, p. 85.

of our experiment has been so decided, as to insure its imitation and adoption in other places. If the question was to be taken upon the abolition of this office or of the Committee, there could be little hesitation in saving the office with those who regard the best interests of education.¹

The sub-committee in its report to the city council in 1848 declared tha, "The gentleman (Bishop) who has so long and so ably filled the office of superintendent has presented to the Committee at every quarterly meeting, a detailed report of the state of the schools, containing valuable suggestions. A permanent record of these reports is made, and they embody both a history of the labors and a memorial of the industry of the superintendent. It is but doing simple justice to say that much of the harmonious action and efficiency of our school system is owing to his fidelity to the duties of his office."²

Mr.Bishop remained in Providence as superintendent of schools until 1851 when he resigned to accept a similar position in Boston. In the mean time city superintendents had been elected in Springfield Massachusetts, in 1840, in New Orleans in 1841, in Rochester New York in 1843, in Columbus Ohio in 1847, Syracuse New York in 1848, Baltimore in 1849 and Cincinnati Ohio in 1850. During the administration of Mr.Bishop in his initial position seven of the leading

1.Rhode Island School Report,(1874)p.74.

2.Ibid.

progressive cities of the country had selected experts to direct their schools. At the beginning of the Civil war twenty-two cities had followed the example set by Providence.

For the most part the characters of these pioneer superintendents were of high order. The available material, however, was scarce. In Springfield Massachusetts, for example, the Committee after having the authority to select a superintendent reported that, "Four months elapsed before the Committee could give effect to the measure". The difficulty experienced in finding a competent individual rendered the delay on the part of the Committee unavoidable. This we regret because we have been desirous that the measure which was originally regarded by the town as an experiment, should have long, and consequently as fair a trial as possible."¹

After a year's experience the Committee recommended the continuance of the office so ably filled by MR.S.S.Green. The Committee reported a more perfect system in studies adopted and pursued, methods of instruction more uniform, efficient and successful, better qualified teachers selected and retained and a general revival in school affairs.

Boston watched the experiment in Providence with a great deal of interest from the first but did not persuade the authorities that it would be wise to turn the direction of the schools of the city over to an expert superintendent until 1851². Then it should be noted,

1. Report of School Committee, 1842.

2. Report of Annual Examination of the Public Schools of the City of Boston, 1850. "A better and a wiser course is to create the office of superintendent with an adequate salary" p.12.

they selected the efficient gentleman who had won such signal success in Providence. The Boston school committee said in 1870, "Of the system of superintendency of the public schools as pursued in this city we speak with much confidence, believing fully in its efficiency and usefulness: the wonder is, that our large cities and towns should ever have done without it."¹ "The committee became conscious of the fact that as this board is composed of persons engaged in the active duties of life,---that unless the rules be essentially changed, or a radical alteration be made in the system it will be no easy matter to secure the services of the requisite number of persons who have the ability and inclination to devote at least one twelfth part of the time to the severe exactions of the School and Committee rooms."² From this quotation it is quite evident that the Committee realized that they were not able to supervise the schools in a successful manner. Providence had shown them a better way; they wisely profited by the experience of the city in which the initial experiment had been so successfully tried.

During the year when Mr. Bishop was appointed superintendent of the Providence schools, a few men with visions were proclaiming to the people in other states that the committee system of school management had outlived its usefulness. Mr. John C. Spenser pointed out to the people of New York in 1839 that, "The appointment of superintendents would have a beneficial effect upon public sentiment. The information that they could communicate, and the views they might

¹. Boston School Committee, 1870, p. 175.

². Report of Annual Examination of Boston Public Schools, 1850-p. 12.

present in public addresses, and the associations they might form, could not fail to imbue the public mind with the importance of good schools, and with the importance of individual effort to sustain them. To be of any avail, the inspection should be conducted by those competent to judge of the qualifications of a teacher, and of the progress of the pupils, by examinations in the different studies pursued and to suggest such improvements and modifications as will enable the student to derive the greatest amount of benefit from the schools. It is no disparagement to our fellow citizens usually chosen inspectors, to say that generally they have not themselves acquired sufficient knowledge of the subject to qualify them for the discharge of these duties; and it is very certain they have not the time to bestow in their performance. Effectual supervision and inspection are more essential to the management of schools and more indispensable to their improvement than any and all agencies."¹

In practically every instance, until quite recently, each state heard similar arguments for transferring the control of the schools of the cities from the committees to that of a specialist.² Business associations and far seeing state superintendents have had much to do in bringing about the change³ In 1869 Newton Bateman used practically the same argument in Illinois in extending the power of the city superintendent. "Superintendence by local directors", said Bateman, "or by small paid committeemen will not meet the requirements of the office. For in the first place, no such man has the time nor

1. Randall, History of N.Y. Schools, p.16.

2. Mowry, "Powers and Duties of Superintendents" Ed, Review, vol. IX, p.38.

3. Wolfe, "Progress in School Administration", (1909) pp.907-910.

the power to give to the duties involved. He will most usually, when such are to be had, be a professional, lawyer, doctor, or minister, a man who, in the very nature of the case, must have his hands and his brain filled with his own peculiar duties. He can at best give only odds and ends either of time or thought to the schools. Or if he be not a professional man, then with no burdens, he will be likely to have less general fitness. As a simple matter of fact, such overseeing amounts to no more than a good natured acquiescence in whatever goes on in the schools, or else a most illnatured, and often groundless, dissent there from. Any intelligent discrimination or effectual oversight is impossible.

"Because in the second place even if though he have the time to devote to oversight, no man who is absorbed in the pressing duties of another occupation will be able to keep himself at all informed in the science of education: a distinct and independent science, having its own principles and its own literature: and withal a science, more progressive in recent days than almost any other. For the efficient examination of teachers and the supervision of schools a man is needed who has made teaching his study, his business: who is acquainted with the science and the practice both. An uninitiated man may be able to judge somewhat as to the general aspect of a school, to get a prepossession for or against a teacher, but as to its real efficiency, as to the under surface power, as to whether the best text books are used and the best modes of teaching them are employed, and anything of that kind, he is not able to judge at all, for he is utterly unacquainted with that whole line of subjects."^{1.}

^{1.}Bateman, Illinois School Report, 1869-70, p. 121 following.

The Commissioner of the Public schools of Rhode Island, the Honorable Thomas W. Bicknell, in 1872 addressed a circular letter to the Boards of Education in his state, a letter which read as follows;—

1. Each town should have a good superintendent of schools elected by the School Committee.

2. When one town is not able to secure such an officer, two or more contiguous towns should unite in selecting the same officer for both towns, his salary to be fixed by the school commissioners of the towns and paid by both towns jointly.

3. The officer should be paid such a salary as will enable him to devote the whole or a large portion of his time to the work.

4. He should visit and inspect the school, suggest improvements in instruction and government, hold teachers' meetings and public meetings in the several school districts of the town, and in every way foster and encourage the work of public education.

5. He should never examine teachers by himself but in connection with the school committee, only by the approval of the majority of the school board.

6. He should allow no text books to be used in the schools, except such as are approved by the school board of the town.

7. He should see that the rules and regulations of the school committee are honored and enforced.¹

The signal success of superintendents where the experiment had been tried, and the efforts of wide-awake state superintendents in behalf of city supervision spread until no later than 1874, Mr. Bicknell spoke optimistically of the outlook and dared to define

1. Bicknell, Rhode Island School Report, 1872, p. 58.

the duties and point out the essential characteristics of a successful city superintendent. Mr Bicknell said:- What a change has has thirty-five years wrought in this matter throughout the country? To-day there is scarcely a village of 1000 children of school age that has not its salaried superintendent. And with proper compensation, I know of no office so worthy the ambition of our most talented educators. The successful city superintendent must be many in one. He must possess the organizing and executive ability of the state officer. He must be among his teachers a skilled prince in his work; to awaken enthusiasm he must possess the intellectual awakening power of a great leader. To correct faults in a system and to inaugurate successful new measures he must possess the elements of a reformer and an advocate. To draw to himself the forces he would control, he must be the large-hearted sympathizer, and to command he must be the self-reliant, well-furnished, uncompromising man. He is the executive officer of the board and is at the same time clothed with all power which they possess for the good management of the schools. While the board are his advisors, he should adopt methods in instruction and government without dictation from superiors. As he is responsible for results in the improvement of the schools, his plans, should be honored and carried out. His authority should be distinctly recognized and enforced, and as each teacher be allowed the largest freedom consistent with a rightful supremacy of the employer over the employed, so the superintendent should be held responsible for the results, and not for the details of the system. He should be a member of the examining board in the selection of teachers, their promotion and in determining their qualifications, and in assigning their positions. Power also should

should be delegated to him to change and to remove teachers from their positions in connection with the committee of qualifications with whom the responsibility may be divided. While in general it is better that a special committee should have charge of school houses, grounds, furnishings etc. and the planning of new buildings, the superintendent should and will have a proper place and influence in the management of all these concerns, and his reports to his superiors in authority will embrace all that relates to the material life of the schools. These reports should set forth the true condition of the educational work, avoid undue flattery on the one hand, and too severe fault finding on the other. The real wants of the school should be made to appear, and remedies for evils should be presented and urged. In the examination of teachers and classes in schools, the main portions of the work should be in writing, in order that they may be preserved for reference and comparison. The value of these tests of thoroughness, and accuracy will be to a certain extent, the measure of the teacher's and the superintendent's work."¹.

I have quoted Mr. Bicknell at length because of the historical value of the analysis of the duties and of the powers ideally belonging to the superintendent at the end of three quarters of a century of trial.

It is instructive to note the duties outlined above and make comparison with the tendencies to-day in the metropolitan cities where life is so complex and the school presents so many perplexing problems. Chicago is a case in point. The first ordinance creating the office of city superintendent in Chicago is not so much involved as is the necessary regulations to-day. The first city superintendent

¹Bicknell, Report of Rhode Island Schools, 1874. p. 50-53.

of Chicago was Mr.J.C.Dore. The ordinance prescribing his duties reads as follows;^a

Section I.-The superintendent of the public schools shall act under the advice and direction of the Board of Education and shall have the superintendence of all the public schools,school hauses,books and apparatus; Provided that repairs and improvements to the school houses and estates, and the furnishing of fuel,water and school furniture, may be done under the direction of the City Superintendent. He shall devote himself exclusively to the duties of his office. He shall keep regular office hours,other than school hours,at a place provided for that purpose,which place shall be the general depository of books and papers belonging to the Board of Education, and at which the Board shall hold meetings. He shall acquaint himself with whatever principles and facts may concern the interests of popular education, and with all matters pertaining in any way to the organization, discipline and instruction of the public schools,to the end that all the children in the city who are instructed at the public schools may obtain the best education which these schools are able to impart.

Section II.- He shall visit all the schools as often as his duties will permit, and shall pay particular attention to the classification of the pupils in the several schools, and to the apportionment among the several classes of the prescribed studies. In passing daily from school to school, he shall endeavor to transfer improvements and to remedy defects.¹

The spread of the power of the superintendent in the city of Chicago from the power given to Mr.Dore, to the power given to the present incumbent, demonstrates quite clearly the trend toward
1.Chicago School Reports,I-IX,1854-1856.

centralization in school administration. "Recently in Chicago the superintendent of schools tendered her resignation on account of committee interference in professional matters for which the community has come to expect the the superintendent to be responsible. An aroused public opinion was followed by the filling of vacancies in the board by members favorable to the superintendents initiative in all educational policies and the board thus constituted refused to accept the superintendent's resignation. Thus was the the modern principle of professional control in educational matters validated in our second largest city."¹

On every hand the spread of the power of the school superintendent is seen. Boards of education have been reduced in number of of members,² serve without pay;³ and in many instances prevented by law as well as by public opinion,from interfering with the professional initiative of the superintendent. The schools of St.Louis have,in many ways,a superior school system,the excellence of which may be traced to the expert supervision which has prevailed in that city for years. Eliot thinks that the city of St.Louis has shown the way to efficiently organize a system of schools. Four executive officers are necessary according to Eliot. There should be first, a superintendent of public instruction;secondly,a superintendent of buildings;next,a superintendent of supply, and, lastly a superintendent of finance and accounts. Each of these officers should report to the board at frequent intervals, and should prepare an annual report of his work,to be printed and distributed to' the public with the annual report of the board itself. Every man should be an expert who understands thoroughly the particular business he is going to do."⁴.

"The superintendent of instruction should appoint examiners of new teachers and inspectors of new teachers at their work. He should consult principals about appointments and promotions. The construction of programs of study for all grades of a school system is another function of the superintendent of instruction, a function which calls for a broad knowledgr of the whole field of education, an intimate acquaintance with the many details, and a rare mixture of ingenuity and good judgment. A god superintendent will know how to secure the cooperation of his teachers, for the best programme may be defeated by indiscretion or bad faith in executing it. Finally the superintendent should be responsible for the tone or temper of the school discipline in all grades-for its gentleness, firmness, elasticity, and steadiness. To find a man fitted by natural gifts and appropriate experience to discharge these functions will be the most difficult task of the board.

"The next executive officer should be a superintendent of buildings and grounds. This officer should give his whole time to the service of the board, and should have been an engineer or architect by profession. Although all the American cities have been building schoolhouses with great activity during the past thirty years, the common stock of knowledge on the subject seems to be small.---The officer who should have general direction of the repairs and improvements of schoolhouses and of the construction of new schoolhouses would have his hands full.----A building contractor would not answer the purpose; neither would a man trained to any other business than engineering or architecture.

"The superintendent of supplies should be the next executive head of the city schools.----A great variety of supplies is now

indispensable, such as books, writing books, drawing books, maps, models prints, photographs, lanterns and lantern slides, and stationery of all sorts.----The selection of the books to be used in a city's school system is in itself a very important and difficult function; for it is the custom to provide teachers and pupils with books in large number and variety, both for use in the school libraries and for the daily use of the pupils at school and at home. The superintendent of supplies will need in all this work the direct advice of the teachers in the schools.----Every school principal ought to have a faculty of his own with which he steadily consults. In such a school faculty there would naturally be subdivisions by departments of instruction.

"The superintendent of supplies would have charge of the service of all the schools. The purchase of coal, and he should therefore control the engineers and janitors who spend the fuel. Here, again, he would need to keep in touch with the teachers, because their health and comfort depend very much on the intelligence and success with which the work of the engineers and janitors is done.

"The fourth expert officer to be employed by the board will be the superintendent of finance and accounting. To estimate, collect and keep account of these resources would be part of the function of this fourth executive officer. He would also pass upon and pay all salaries, wages, building accounts, and bills for supplies. Every outgo for the schools would pass through his hands. It is obvious that a highly competent officer would be needed for these duties.

"The terms of all four of these officers should be long. The American likes a long term, and his moral quality is favorably affected by long continued service."^{1.}

^{1.}Eliot, Com. of Ed. 1903, pp. 1356-1362.

The above quotation from the greatest college president this country has known is added as further testimony to the fact that the school systems of America need expert superintendents and that the public is awakening to the importance of such an officer. The timely article, in the report of the Commissioner of Education, written by James H. Van Sickle, superintendent of the schools of Springfield Massachusetts, is further testimony showing the trend toward centralization in school administration.¹. One might go on at great length, multiplying instances to show the general trend of the school systems toward centralization. In conclusion it is only necessary to add that the American people have faith in the free public school; they are willing to pay liberally for the services of those who have demonstrated the fact that they can administer a school system efficiently; that while the growth of American education from the first school taught by Adam Roelandsden in New Amsterdam in 1633 to the complex system of to day, has met with many difficulties it has conquered them one by one, until more than eighteen million children are receiving expert training in lessons of right living.

1.Van Sickle, "Progress in City School Systems", Commissioner of Education, vol. I, (1913) pp. 95-146.

Appendices.....

- One. City Superintendents, 1839 to 1883.
- Two. Report of the Committee of Fifteen.
- Three. Bibliography.

Appendix One.

City Superintendents, 1839 to 1883.

Providence R.I.....1839.

Springfield Mass.....1840.

New Orleans.....1841.

Rochester N.Y.....1843.

Columbus O.....1847.

Syracuse, N.Y.....1848.

Baltimore, M.D.....1849.

Cincinnati, O.....1850.

Boston, Mass.....1851.

Gloucester, Mass.....1851.

New York, City.....1851.

San Francisco, Calif.....1852.

Jersey City, N.J.....1852.

Newark, N.J.....1853.

Brooklyn, N.Y.....1853.

Cleveland, O.....1853.

Chicago, ILL.....1854.

St. Louis, Mo.....1854.

St. Joseph, Wis.....1854.

Indianapolis, Ind.....1855.

Worcester, Mass.....1855.

Milwaukee, Wis.....1859.

Albany, N.Y.....1866.

Kansas City, Mo.....1867.

Washington, D.C.....1869.

Denver, COL.....1872.

Scranton, Penn.....1877.

Philadelphia, Pa.....1883.

Appendix Two.

Report of the Committee of Fifteen.

1. The affairs of the school should not be mixed up with partisan contests or municipal business.
2. There should be sharp distinctions between legislative functions and executive functions.
3. Legislative functions should be clearly fixed by statute and be exercised by a comparatively small board, each member of which is representative of the whole city. This board, within statutory limitations should determine the policy of the system, levy taxes, control expenditures. It should make no appointments. Each act should be by a recorded resolution. It seems preferable that this board be created by appointment rather than election, and that it be constituted of two branches acting against each other.
4. Administration should be separated into two great independent departments one of which manages the business interests and the other of which supervises the instruction. Each of these should be wholly directed by a single individual who is vested with ample authority and charged with full responsibility for sound administration.
5. The chief executive officer on the business side should be charged with the care of all property and with the duty of keeping it suitable condition; he should provide all necessary furnishings and appliances, he should make all agreements and see that they are properly performed: he should appoint all assistants, janitors and workmen. In a word, he should do all the law contemplates and all the board authorizes, concerning the business affairs of the school system, and when anything goes wrong he should answer it. He may be

appointed by the board but we think it preferable that he be chosen in the same way the members of the board are chosen, and be given a vote upon the acts of the board.

The chief executive officer of the department of instruction should be given a long term and may be appointed by the board. If the board is constituted of two branches he should be nominated by the business executive and confirmed by the legislative branch. Once appointed he should be independent. He should appoint all authorized assistants and teachers from an eligible list to be constituted as provided by law. He should assign to duties and discontinue services for cause, at his discretion. He should be charged with the responsibility of developing a professional and enthusiastic teaching force, and of making all teaching scientific and forceful. He must perfect the organization of his department and make and carry out plans to accomplish this. If he cannot do this in a reasonable time he should be superseeded by one who can.

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